University of Regina

Aborginal Justice Series
Report No. 2

BREAKING DOWN THE WALLS:

A Bibliography on the Pursuit of Aboriginal Justice

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June 1991

This is a publication of Prairie Justice Research at the University of Regina. Prairie Justice Research is partially funded by an operating contract with the federal Ministry of the Solicitor General and has the capacity to conduct socio-legal research for a diverse range of constituencies. For further information contact:

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS

1. INTRODUCTION 1

1.1 PUBLIC INQUIRIES 1
1.2 THE GENERAL HEADINGS 2
1.3 A PRE-OKA PROJECT 3

2. METHODOLOGY 4

2.1 BIBLIOGRAPHIC SEARCH 4
2.2 ORGANIZATION OF MATERIAL 5

2.2.1 Classification by Thematic Areas 5

2.2.1.1 Research Approaches 5
2.2.1.2 Criminal Justice System 5
2.2.1.3 Judicial Inquiries 6
2.2.1.4 Socio-Economic Issues 6
2.2.1.5 Self-Government 7
2.2.1.6 Self-Determination 7

2.3 CLASSIFICATION BY SOURCES 8

3. BIBLIOGRAPHY 9

3.1 RESEARCH METHODOLOGY 9

3.2 CRIMINAL JUSTICE SYSTEM 12

3.2.1 Dominant System and Aboriginal People 12

3.2.1.1 Context 12

3.2.1.1.1 Theories/History 12
3.2.1.1.2 Systemic Discrimination 15

3.2.1.2 Policing and Prevention 18

3.2.1.3 Courts and Sentencing 19
3.2.1.4 Corrections 21

3.2.1.4.1 Corrections - Female 21
3.2.1.4.2 Corrections - Male 23
3.2.1.4.3 Corrections - Young Offenders 26

3.2.2 Criminal Justice Programs for Aboriginal People 28

3.2.2.1 Programs for Both Sexes 28

3.2.2.1.1 Police and Prevention 28
3.2.2.1.2 Legal Services/Programs 28
3.2.2.1.3 Courts and Sentencing 30

3.2.2.2 Programs for Female Inmates 31
3.2.2.3 Programs for Male Inmates 31
3.2.2.4 Programs for Young Offenders 32

3.3 JUDICIAL INQUIRIES 33

3.3.1 Royal Commission on the Donald Marshall, Jr. Prosecution 33

3.3.1.1 General Information/Justice System 33
3.3.1.2 Policing 35
3.3.1.3 Legal Process/Discrimination 36
3.3.1.4 Political Process 38

3.3.2 Manitoba Public Inquiry into Administration of Justice and Aboriginal People 40

3.3.2.1 General Information 40
3.3.2.2 Proceedings 43
3.3.2.3 Submissions 43

3.3.3 Alberta Inquiries 44

3.3.3.1 Blood Reserve Inquiry 44
3.3.3.2 Task Force on the Criminal Justice System and Its Impact on the Indian and Metis People of Alberta 44

3.3.4 Request for a Saskatchewan Inquiry 46

3.3.5 Other 46

3.4. SOCIO-ECONOMIC ISSUES 47

3.4.1 Health 47

3.4.1.1 Alcohol/Substance Abuse 47
3.4.1.2 Other Health Issues 48

3.4.2 Social 49

3.4.2.1 Cultural Differences 49
3.4.2.2 Urbanization 51
3.4.2.3 Child and Family Welfare System 52
3.4.2.4 Violence 54
3.4.2.5 Racism 68
3.4.2.6 Trends and Surveys 61

3.4.3 Education 63

3.4.4 Employment/Economic Development 64

3.4.5 Women's Issues and Initiatives 65

3.5. SELF-GOVERNMENT 68

3.5.1 Canada 68

3.5.1.1 Territorial/Constitutional Matters 68

3.5.1.1.1 Inuit 68
3.5.1.1.2 Indian 70
3.5.1.1.3 Metis and Non-Status Indians 72
3.5.1.1.4 Federal/Provincial Government Views 73
3.5.1.1.5 General 75

3.5.1.2 Existing Aboriginal Justice Programs 83

3.5.1.2.1 Policing and Prevention 83
3.5.1.2.2 Court and Legal Systems 84

3.5.1.2.3 Corrections - Aboriginal Religion and Customs 86
3.5.1.2.4 Corrections Programs for Women 88
3.5.1.2.5 Corrections Programs for Men 88

3.5.1.3 Proposed Aboriginal Justice Programs 90

3.5.1.3.1 Policing and Prevention 90
3.5.1.3.2 Judicial/Legal Systems 90
3.5.1.3.3 Corrections 92

3.5.1.4 Traditional Aboriginal Justice 92

3.5.2 United States 94

3.5.2.1 Territorial/Constitutional Matters 94
3.5.2.2 Existing Aboriginal Justice Programs 95

3.5.2.2.1 Policing and Prevention 95
3.5.2.2.2 Courts/Judicial Systems 95
3.5.2.2.3 Corrections: Young Offenders 98

3.5.3 Other Countries 98

3.6. SELF-DETERMINATION 100

3.6.1 Colonization/Decolonization 100

3.6.2 Economic Base 104

3.6.3 Aboriginal Rights 106

ACKNOWLEDGEMENTS

Special thanks to Mary Gianoli, PJR Research Coordinator at the time, who oversaw the computer searches of bibliographic databases, and to Todd Mundle, of the University of Regina Library, who undertook these searches for us.

Special thanks to Beryl Forgay who acted as the research assistant on this project, organized the references according to the chosen bibliographic style and organized these into the categories selected for the project. In the early stages of the project Mary Gianoli, Beryl Forgay and I operated very much as a team as we worked to find the appropriate categories for the material obtained from the searches.

Thanks also to Bruce Spence, who was working on another related project at the time and provided advice on some of this categorization. Special thanks also to Carmen Dawson who kept her sense of humour doing the original tedious inputting of material, and to Linda Bradley who did the final inputting and formatting of this report and assisted with the design of the cover for this report and the other two in the Aboriginal Justice Series.

Thanks to PJR Associate Ron Schriml for contributing proceeds from contract work to PJR which assisted us to undertake this project.

An acknowledgement is also do to all the researchers, journalists and others who did the original writing of all the material, without which this bibliography would not exist.

Finally, thanks to PJR's new coordinator, Pam Janz, who helped get this report completed.

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1. INTRODUCTION

For more than a decade, research on Aboriginal justice issues has been a priority of Prairie Justice Research (PJR) at the School of Human Justice. Projects and reports on Aboriginal justice issues over the years have addressed all aspects of the criminal justice system - from policing and the need for legal services to corrections and the evidence for over-incarceration.

A major report entitled ***Law and Order for Canada's Indigenous People***[1] issued in 1985 and still available constituted a turning point in this research. Instead of solely chronicling the incidence of Aboriginal people in the criminal justice system, or evaluating attempts to reform aspects of the system to provide Aboriginal people with more legal services or rights, this project began to analyze the literature on the systemic discrimination working against Aboriginal people at every point in the criminal justice system. It foreshadowed the public inquiries on Aboriginal justice that occurred in the late 1980s.

This 1985 report also included research material which linked systemic discrimination working against Aboriginal people to socio-economic problems resulting from colonization. In the process it articulated the view gaining ground at the time that policies and programs supporting social development in Aboriginal communities were required to ever reduce the levels of incarceration. It tended towards a broad social welfare and human service approach to Aboriginal people.

At about the same time another research project was being initiated on ***Alternatives to Criminal Justice.***[2] This included material on the nature and workings of customary law in pre-industrial, including tribal societies. In retrospect these two strands of research were destined to grow together, and ultimately to challenge us to consider the role that traditional approaches to conflict resolution in Aboriginal cultures might play in creating alternatives to policing and incarceration.

1.1 Public Inquiries

Throughout the late 1980s public attention on the realities of systemic discrimination for Aboriginal people affected by the criminal justice system continued to grow. In the wake of the creation of several public inquiries on Aboriginal justice, PJR began to get a rash of inquiries from across the country for more updated research findings on the systemic discrimination facing Aboriginal people in the criminal justice system and positive alternatives to this. Unable to provide much updated information, we began to consider how best to approach a new series of research projects in a quickly changing area.

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[1] Paul Havemann, Keith Couse, Lori Foster and Rae Matonovich, ***Law and Order for Canada's Indigenous People***. Regina, SK: Prairie Justice Research, School of Human Justice, University of Regina, 1985. See also Jim Harding and Rae Matonovich, ***Self Study of Justice Research About Indigenous People: 1981-1984***. Regina, SK: Prairie Justice Research, School of Human Justice, University of Regina, 1985.

[2] Ron Schriml and Mary Gianoli, ***Alternatives to Criminal Justice***. Regina, SK: Prairie Justice Research, School of Human Justice, University of Regina, unpublished report.

We opted for a more participatory approach to our research than in the past. We organized and facilitated a research consultation - linking self-government and decarceration - which brought Aboriginal and non-Aboriginal people together from the four western provinces. The report on this consultation is available as part one of this Series.[1] This 3-day consultation generated an extensive list of questions for researchers to consider. In particular, this consultation stressed research on Aboriginal-controlled justice programs, and on the need for a better understanding of Aboriginal culture(s) which would provide the basis for self-governing alternatives.

To enable us to focus on the development of Aboriginal-controlled justice programs, these programs and references on them had to be located. This was not at all a straight-forward task. The network of people created through organizing the consultation provided some information, but we found that a broad, systematic search was required.

Finally, we realized that an interim step was required, and this report is the result. This broad bibliography allowed us to narrow down references on Aboriginal-controlled justice programs in Canada, which are discussed in the third report in this Series.[2] But it also provides background to encourage and facilitate research that broadly relates to issues of the pursuit of self-government and alternatives to criminal justice, or what is increasingly called Aboriginal justice.

Originally we had hoped to do detailed annotations of all of the recent literature on Aboriginal justice. However, just the listing of references alone on the subject since our 1985 report came to nearly 100 pages, and this ruled out annotating the material. We therefore decided to categorize the material by both theme and source to support our objective of facilitating new research.

1.2 The General Headings

The selection of major headings requires some general explanation and justification. Much of the material is listed under "Criminal Justice System." This in turn is separated into the "Dominant System and Aboriginal People," and "Criminal Justice Programs for Aboriginal People." References under these headings are separated from programs that have been created as part of Aboriginal communities and organizations attempting to gain greater control over their lives. The latter are listed under the major heading "Self-Government."

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[1] Prairie Justice Research, ***Strategies to Reduce the Over-Incarceration of Aboriginal People in Canada: A Research Consultation.*** Regina, SK: Prairie Justice Research, School of Human Justice, University of Regina, 1990.

[2] Jim Harding with Bruce Spence, ***An Annotated Bibliography of Aboriginal-Controlled Justice Programs in Canada.***Regina, SK: Prairie Justice Research, School of Human Justice, University of Regina, 1991.

While this distinction is not hard and fast, it reflects the growing support and pressure for both a parallel justice system and greater self-government among Aboriginal people in Canada.

Much of the material is listed under headings on the "Justice Inquiries" that have been the focus of so much media attention, especially since the release of the report of the Royal Commission on wrongdoings against Donald Marshall Jr. in the Nova Scotia criminal justice system.

More details on the organization of material is provided under the section on Methodology.

Many more references are likely to appear on judicial inquiries in the near future. The report of the Manitoba Inquiry on Aboriginal Justice, which had not appeared at the time of this writing, is likely to generate even greater and wider public discourse than the previous Marshall Inquiry. In part this will occur because, with the role of Elijah Harper in blocking the ratification of the Meech Lake Accord, Manitoba has even more national attention regarding Aboriginal justice issues. But more vital is the fact that like this bibliography, the Manitoba Inquiry will report in what historians will likely call the post-Oka era.

1.3 A Pre-Oka Project

The 78 day standoff between the Mohawk warrior society and the Quebec police and Canadian army in the summer of 1990 has been a watershed for most Canadians when it comes to Aboriginal justice issues. Were the references related to this conflict to have been included in this bibliography, the length of the document would likely be doubled. The standoff showed many Canadians that a growing number of Aboriginal people are tired of talking about their oppression, repression and unsettled land claims. The artillery and force exercised against the warriors and the Mohawk communities was justified by Quebec and federal government officials in the name of protecting one rule of law. It is probably more accurate to say events were able to escalate to the point of potential armed struggle due to the fact that Aboriginal people have clearly faced a discriminatory rule of law.

Perhaps most significant about the Oka crisis is the fact that the issue of Aboriginal self-government was finally brought to the mainstream of Canadian society. It is likely that more and more Canadians will now go through the kind of reeducation process we have experienced while doing this research. Canada may never again be able to ignore the First Nations and their quest for constitutional and social justice, one that acknowledges the multi-national as well as multi-cultural character of Canadian society.

In the wake of the Oka crisis two more inquiries have now been called which will greatly accelerate the generation of bibliographic material on Aboriginal justice. The Prime Minister has announced plans to establish a federal inquiry on Aboriginal affairs, and Saskatchewan has recently announced a provincial Review of Aboriginal justice issues. These inquiries will clearly further expand the material available.

We hope that this bibliography will assist researchers and programmers across the country, including those participating in upcoming inquiries, to find their way through the mounting material on Aboriginal justice.

2. METHODLOGY

2.1 Bibliographic Search

The references in this bibliography primarily came from several computer searches of bibliographic databases. The databases searched were:

1. National Criminal Justice Reference Service (NCJRS)
2. Criminal Justice Periodic Index
3. Cooperative Documents Projects (CODOC)
4. National Library Catalogue of Books (NLCATBN)
5. Canadian Periodical Index
6. Canadian Business and Current Affairs (CBCA)
7. Canadian News Index
8. Microlog

The Canadian News Index (#7) contains material from the following papers:

- Globe and Mail (Metro Edition)
- Vancouver Sun
- Winnipeg Free Press
- Montreal Gazette
- Toronto Star
- Ottawa Citizen
- Halifax Chronicle Herald

The CBCA (#6) contains all these sources plus:

- Canadian Business Indiex
- Canadian Magazine Index
- Canadian Foreign Relations

Most searches were based on the following keywords:

- Aboriginal or Native or Inuit
- Correction or Prison
- Canada or Canadian.

In addition, searches were done to locate material on the Marshall and Manitoba Aboriginal inquiries. All the searches concentrated on the 1980s, primarily since 1982. We are also indebted to the Native Law Centre, University of Saskatchewan, and to the Prairie Regional Office of the Solicitor General of Canada for a number of references. These were submitted in response to a mail-out trying to locate material on Aboriginal-controlled justice programs, as reported on in the third report in this Series on Aboriginal Justice.

2.2 Organization of Material

The references listed in this bibliography were initially collected to assist in locating material for another project, to be published as a separate report on Aboriginal-controlled justice programs.[1] It soon became clear from the sheer volume and scope of the references resulting from the bibliographic search that the material warranted a separate report.

The organization of the material into categories was based upon two main considerations: (1) apparent thematic areas and (2) sources of material.

2.2.1 Classification by Thematic Areas

From the start there was agreement that the bibliography would be organized into six major thematic areas:

1. Research Approaches
2. Criminal Justice System
3. Judicial Inquiries
4. Socio-Economic Issues
5. Self-Government
6. Self-Determination

The rationales for these are as follows:

2.2.1.1 Research Approaches

The Series on Aboriginal Justice began with a consultation on research strategies to reduce over-incarceration of Aboriginal people. It was hoped that the three reports generated by the consultation would not only reorient but also stimulate research. We therefore wanted to highlight in this bibliography any approaches to research which were particularly pertinent to this quest.

Originally the category had a sub-heading designating "criminal justice" research, but since no other areas of research were located in the search this sub-head was dropped.

2.2.1.2 Criminal Justice System

Originally this category was sub-divided into: policing, spirituality, native programs and corrections. Though these sub-divisions reflected the interest in issues involving Aboriginal-controlled justice programs, they proved inadequate for the broader bibliography.

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[1] Jim Harding with Bruce Spence, ***An Annotated Bibliography of Aboriginal-Controlled Justice Programs in Canada.*** Regina, SK: Prairie Justice Research, School of Human Justice, University of Regina, 1991.

As the vast material was assembled and sorted it was found necessary to distinguish between two main areas which were sub-headed as: (1) Dominant System and Aboriginal People and (2) Criminal Justice Programs for Aboriginal People. This distinction was not hard and fast and was sometimes difficult to establish without the benefit of annotations. However, in general , the first sub-heading concentrated on material addressing the general relationship of the dominant system to Aboriginal people. Though this included material pertaining to various aspects of the criminal justice system, it did not focus on programs ***per se***.

To help the reader this sub-heading was itself further divided into the following categories: context, policing and prevention, legal services, courts and sentencing, and corrections. If material on the dominant system could be categorized in terms of gender or youth, this was also done. A separate head that lists general material on "systemic discrimination" within the dominant system was listed under the category on "context."

The second main sub-division under this category includes programs addressing and/or involving Aboriginal people within the dominant system. The attempt was made to exclude from this sub-division any references which put justice programs for Aboriginal people in the broader context of self-government. These latter listings were placed under the main head "Self-Government." The second main sub-heading was sub-divided to account, where possible, for programs developed for female, male or young Aboriginal people.

2.2.1.3 Judicial Inquiries

A major source of the recent expansion of material on Aboriginal justice comes from the various judicial inquiries held in the late 1980s and early 1990s to explore wrongdoings, systemic discrimination and alternatives in the criminal justice system. Searches were therefore done of material stemming from the major inquiries.

The sub-divisions are quite straightforward and designate the Marshall, Manitoba and Alberta inquiries. A category on Saskatchewan is added because there has been pressure for an inquiry in this province. Just prior to this report being completed the Saskatchewan government announced there would be a Review of the justice system and Aboriginal people, but it would not reopen specific cases nor act as a judicial inquiry. New material not listed in this bibliography will clearly become available as this Saskatchewan Review proceeds.

2.2.1.4 Socio-Economic Issues

It is not possible to discuss over-incarceration of Aboriginal people without addressing questions of social and economic structure, condition and policy. Much of the reference material addressed such issues in relation to how Aboriginal people are over-represented in the criminal justice system.

Originally the material was sorted in terms of such areas as urbanization, native women, family and community. As material accumulated, new expanded categories were found to be necessary. Categories were initially added on economic conditions, language and culture, racism and substance abuse. All categories were finally reordered under main headings on health, social, education, employment and economic development and women's issues. In the end the category entitled "social" was the largest one, containing six areas. This included areas on child and family welfare, violence and trends and surveys which had to be added to this section.

2.2.1.5 Self-Government

There was considerable discussion about the differences between the two main categories of Self-Government and Self-Determination. We found there was confusion about the terms not only on our part but within some of the material cited in the bibliography. It was finally decided to limit Self-Government to material dealing directly with constitutional reform and with justice initiatives towards self-government within the present system.

The vast majority of the material refers to Canada, but headings were also included, for comparative purposes, on the United States and other countries. The material on the constitution was divided into Inuit, Indian, Metis and non-status Indians as well as governmental views on constitutional reform and Aboriginal self-government.

Justice initiatives towards self-government were sub-divided into existing and proposed programs. These were broken down into policing and prevention, court and legal system and corrections. Cultural and gender distinctions were made where possible. The section on "Existing Aboriginal Justice Initiatives" was the source of much of the material annotated in a separate report in this Series on Aboriginal justice.

A general category on "Traditional Aboriginal Justice" was also included since some material not specifically about programs was located.

2.2.1.6 Self-Determination

Self-determination refers to the broader issues including material on colonization and decolonization, land entitlements and an economic base, as well as Aboriginal rights in general. This material clearly sets a historical and political context for the specific constitutional deliberations and those over justice programs contained under Self-Government.

2.3 Classification by Sources

We want this bibliography to be helpful to a broad range of people, including academic and participatory researchers; Aboriginal and government organizations; and those directly involved in community-based and other justice services. The material included was itself obtained from a wide variety of sources to encourage this broad range of utilization.

We therefore sub-divided material in each major theme areas into major sources. It is hoped that with this additional information all users of the bibliography will better be able to judge the appropriateness of the reference for their purposes.

The major source categories found appropriate for the references in this bibliography are as follows:

1. Newspapers
2. Aboriginal Periodicals
3. Non-Aboriginal Periodicals
4. Aboriginal Reports/Papers
5. Non-Aboriginal Reports/Papers
6. University Reports/Papers
7. Government Reports/Papers
8. Non-Government Papers
9. Books
10. Bibliographies
11. Films/Videos

Sometimes when only a few items were found, the major source categories were collapsed into such broad categories as "reports/papers."

In each source category the references are arranged in chronological order.

Finally, one word of advice. It is wise when looking for specific material to check all the possible categories, e.g., on Programs:

2.1 Dominant System and Aboriginal People

2.2 Criminal Justice Programs for Aboriginal People

5.1.2 Existing Aboriginal Justice Programs

5.1.3 Proposed Aboriginal Justice Programs

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